Prof Berland

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THE NEW EXECUTIVE SECRETARY

The Executive Committee has announced the appointment of a new Executive Secretary, Dr. J. Percy Smith, Professor of English at the University of Saskatchewan. Professor Smith is already known to many of us both as a scholar and as an interested and active member of C.A.U.T.

Professor Smith received his B.A. and M.A. at the University of Saskatchewan, and his Ph.D. from the University of California (Berkeley). He has since 1948 been on the faculty of the University of Saskatchewan, where he has been full professor since 1958. In the summer of 1956 he was Visiting Professor in the Department of Dramatic Art at the University of California, and he was Director of the Shakespeare Seminar conducted at the Stratford, Ontario, Shakespeare Festival in 1958. In 1962 he was a lecturer at the Shakespeare Seminar there. In 1960-61 he held a Canada Council Senior Research Fellowship.

The breadth of his literary scholarship is suggested by the fact that his articles on George Bernard Shaw and other writers have appeared in the *University of Toronto Quarterly,* the *Yale Review, The Shavian,* the *C.B.C. Times,* the *Tamarack Review,* and in collections of essays such as *The Image of the Work* (University of California Press, 1955). A book on the early life and development of George Bernard Shaw is now in the publisher's hands. Professor Smith has as well broadcast a considerable number of talks over the C.B.C. networks, on such subjects as "Samuel Johnson and his Dictionary," "Two Modern Playwright: Christopher Fry and Arthur Miller," "Literature and the Censor," and so on.

Of equal interest to us as C.A.U.T. members, however, are his writings on university government. These are: "Let Professors Control the Universities," *Saturday Night* (February 28, 1959); "University Government in Canada," in *Science and Freedom* (Manchester, June 1960); "The University Teacher and the Crisis of Higher Education in Canada," with Vernon C. Fowke (Ottawa, March 1956); and "The University and Society," in *A Place of Freedom,* a book of essays on university government in Canada to be published in 1964 (C.A.U.T. *Bulletin,* April, 1963). These publica-

tions reflect clearly Professor Smith's continuing concern with problems of major interest to the academic profession in Canada.

Professor Smith has been active in the work of the C.A.U.T. pretty well since its beginning. He was the first secretary of the University of Saskatchewan Faculty Association, serving for two terms, and has subsequently served on the Association executive. In addition, from 1955-1957 he was the Secretary of the C.A.U.T., and the Editor of the *Bulletin*. Since 1959 he has been a member of the C.A.U.T. Committee on Academic Freedom and Tenure. He is therefore experienced in both local and national functions of the Association, and, recently, in one of the touchiest areas in which the C.A.U.T. acts.

The membership of the C.A.U.T. can be confident that a newly-established tradition will be continued — our new Executive Secretary is both a recognized scholar and a man well able to deal with the problems which confront our organization and profession.

THE J. H. STEWART REID MEMORIAL FELLOWSHIP TRUST

An Editorial

Announcement of the C.A.U.T. decision to establish a graduate fellowship in honour of Dr. Reid will be welcomed by all Canadian university teachers. The first step has been the setting up of a Memorial Fellowship Trust to receive contributions; more precise details of the fellowship and its award are to be determined by a Trust Committee under the chairmanship of Professor R. W. Torrens (Western Ontario), 1963-64 President of the C.A.U.T. The other members of this Committee are the three Honorary Life Members of the Association, Professors Vernon Fowke (Saskatchewan), Fred Howes (Montreal), and Frank Underhill (Ottawa), and the five former Presidents of the C.A.U.T. who worked with Dr. Reid, Professors James Aitchison (Dalhousie), Clarence Barber (Manitoba), Fred Carrothers (U.B.C.), Emile Gosselin (Laval), and Harold Good (Queen's). The C.A.U.T. hopes to be able to provide a substantial fellowship, not limited as to field of research, to be awarded to a Canadian student for post-graduate study. Whether or not these plans can be put into effect satisfactorily must depend to a large extent on the contributions made to the fund.

We cannot help but be sympathetic to the idea behind the establishment of this memorial fellowship. As earlier editorials have stated, our debt to Dr. Reid is very great. Through his actions as Executive Secretary the C.A.U.T. has been led to recognize its function as an organization of first importance in the Canadian academic community. As he himself more than once said, the C.A.U.T. is not important only for its interest in such matters as salaries and pensions, but in a larger sense for its concern with the creation and maintenance of professional academic standards, of which salaries and pensions are of course a part. By supporting this fellowship fund we commemorate Dr. Reid's life and work, and show our lasting gratitude to him; at the same time we give permanent

expression to our regard for the role of the C.A.U.T. as it has been defined by Dr. Reid and others.

A particularly fitting memorial to a man whose chief interests were research, teaching, and the welfare of the academic profession in Canada is a fellowship whose award must further those interests. We should remember that the award will also demonstrate the continuing interest of the Association in the perpetuation of our profession and the maintenance of its standards.

The Trust Committee has asked and continues to ask for the support of every university teacher in Canada. This editorial is meant as a reminder to all of us that we can rarely have occasion to contribute to a cause more worthy of our support.

THE CRISIS FOR BRITISH UNIVERSITIES

An address to the Council of the C.A.U.T. given at the King Edward Hotel, Toronto, on 23rd November 1963

by Sir James Mountford*

For nearly two years the British universities have been awaiting, with some measure of trepidation, the publication of the Robbins Report on Higher Education. The committee entrusted with the preparation of this Report was appointed in February 1961 by the then Prime Minister under the chairmanship of Lord Robbins, the well-known economist. Its remit in brief was 'to review the pattern of full-time higher education in Great Britain and in the light of national needs and resources to advise on what principles its long-term development should be based'. In particular the committee was to advise 'whether there should be any changes in that pattern, whether any new types of institution are desirable and whether any modifications should be made in the present arrangements for planning and co-ordinating the development of the various types of institution'. It was the last phrase which placed the universities on tenter-hooks.

Since 1945 the British universities have gone through the two most uneasy and difficult decades of their existence. They have been faced with an ever increasing pressure of students for admission, and have only recently managed to save themselves from imminent administrative chaos by setting up a central clearing-house for applicants for admission. They have been perpetually worried by the problem of making ends meet; and in 1962 were plunged into despair when the Treasury refused to recommend in full to Parliament the recurrent grants for the 1962-67 quinquennium which had been advised by the University Grants Committee. In the matter of new buildings for increasing numbers and for the replacement of obsolete accommodation, they have been unable to plan with any assurance that the necessary finance would be forthcoming at the time it was required; and despite an appreciable amelioration of the situation during the last three years, there is still a frustrating back-log to be overtaken. At the same time the universities have become highly news-vulnerable; and public opinion is all too ready to lay on their shoulders the blame for deficiencies which are more properly attributable to governmental inaction and parsimony.

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* Recently Vice-Chancellor of the University of Liverpool.

Just one month ago the Robbins Report was published. The committee had held 111 meetings and some of its members had visited institutions of higher education in the U.S.A. and in various European countries, including the Soviet Union. The main Report consists of 296 pages and contains 178 main recommendations. In addition, there are six volumes of statistical and other appendices containing a vast wealth of material which has not hitherto been collected or accessible. The cardinal doctrine on which the whole Report is founded is that 'courses of higher education should be available for all those qualified by ability and attainment to pursue them and who wish to do so'. Scarcely less important is the evidence now adduced that there exists a 'pool of ability' on which the nation is not yet fully drawing for higher education and on which it must draw if Britain's standing in the world is to be maintained.

It is against the background of this Report and in the light particularly of post-war experience that I want to speak on three main topics: the number and size of universities; the financial provision that has to be made for them; and the question of autonomy and independence in relation to governmental control. And I am sure it will not be taken amiss if I draw especial attention to the functions and operation of the University Grants Committee or, as it is more affectionately and conveniently called, the U.G.C.

First, a word about number and size. In 1939 there were in the United Kingdom 16 universities with full degree-granting powers and 5 university colleges which prepared their students for the external degrees of the University of London. The total enrolment in these institutions was just 50,000, a figure which represented only 1.7 per cent of the age groups concerned. No one was surprised that these numbers should rise sharply in 1945 and 1946 as men returning from active service with the armed forces resumed courses they had interrupted or, with the aid of special grants, embarked on courses they had not previously envisaged as possible for them. But several things also happened which had not been foreseen. At the end of 1946 the Barlow Report on Scientific Manpower and the subsequent annual reports of the Committee on Scientific Policy focussed attention on the deficiency in the number of university-trained scientists and technologists; and the universities unhesitatingly recognized their obligations in this matter. Problems loomed ahead also from the fact that the number of births increased appre-

ciably at the end of the war, and so by the mid-1960's the age-groups for university entry would be correspondingly larger. But even while the 'bulge' was filling up the primary schools and beginning to enter the secondary school, the universities were affected by another phenomenon known as the 'trend', that is to say, the annual increase in the proportion of grammar school pupils who stayed on into the VIth form and satisfied the academic requirements for university entry. In addition to all this, the scholarships and bursaries available from public funds for university students were progressively improved in number and in value; so that for at least the last ten years it has been true to say that no student, no matter how poor his home circumstances might be, has been unable on financial grounds to go to any university which offered him a place.

Hitherto not enough has been done to cope with the cumulative effects of these various factors. All the university colleges have been raised to the status of full universities with degree-granting rights, but that has not of itself done much to affect their size. In 1947 a new university was founded at Keele in Staffordshire, but it still has less than 1,000 students. In 1962 the University of Sussex at Brighton opened its doors; and in 1963 students in small numbers were admitted to the new universities of York and East Anglia (at Norwich). The most recent foundations of Essex (at Colchester), Kent (at Canterbury), Warwick (at Coventry), and Lancaster have still to admit their first undergraduates. The older universities of Oxford and Cambridge have indeed expanded, as has London; but the brunt of the effort has fallen on the civic universities such as Manchester, Leeds, Birmingham, Liverpool, Sheffield and Bristol. All told, the number of full-time students has risen to 125,000 in October of this year, and as compared with 1939 the percentage of the age groups has improved from 1.7 to 4.0. Entry to a university has become a highly competitive affair in which the universities have been far from satisfied as regards their own criteria for selection. Something much more than the minimum academic requirements as laid down by the universities themselves is now used as a yardstick. A few years ago heads of schools expressed the view that few pupils who were in every respect worthy of a university education failed to find a place somewhere, even if it were not the institution of their first, second or third choice. That is no longer true; and in October 1962 at least 3,000 could find a place nowhere; and it has been estimated that that number could have been 20,000 by 1966.

Some eighteen months ago the government asked universities to aim at 150,000 by October 1966 and 170,000 by the 'early 1970's'. Robbins has changed all this. The Committee includes amongst its major recommendations the proposal that the ten existing Colleges of Advanced Technology (which in all have 10,300 full-time students) should be given the status of universities and accorded degree-granting powers, and furthermore that six more new universities should be created in addition to the most recent ones. They envisage 56 universities by 1980. Within the university institutions so defined they call for 170,000 students by 1967 (which is the former 1970 + target), 219,000 by 1973, and 350,000 by 1980. Increases in those other institutions of higher education which would not have the standing of universities would bring the total of full-time students to 392,000 in 1973 and to 560,000 in 1980. So far as the university increase to 170,000 by 1967 is concerned, it is clearly the institutions which are already firmly established and currently in full operation that will have to meet the challenge. For that reason a 'crash programme' of expansion in these institutions is called for by Robbins, and the government has expressed its intention to provide the necessary resources in money. Whether a teaching staff of the right calibre can be found is another matter about which the universities themselves are far from sanguine.

Obviously a great deal of money will be required to implement the Robbins proposals; and it is equally clear that it can come only from public funds. It is worth while therefore to give a brief survey of the history of governmental assistance to universities in Great Britain. It was in 1889 that for the first time an *ad hoc* committee was appointed to distribute a total of £15,000 to university colleges; and from that date other intermittent and sporadic distributions were made. The turning point came in 1919, when the Chancellor of the Exchequer appointed the first University Grants Committee 'to enquire into the financial needs of University education in the United Kingdom and to advise the Government as to the application of any grants that may be made by Parliament towards meeting them'. The chairman of the Committee served on a part-time basis and the ten members were academics not in the service of institutions which might be claimants for grants. In this first year of the U.G.C. £916,000 was disbursed to universities in general, including university colleges on an approved list. By 1929 the amount had risen to £1,800,000 and by 1939 to £2,224,000. From 1939 to 1947, because

of the importance of the manifold contributions of the universities to the war effort, the government had no option but to keep the universities afloat by *ad hoc* grants to cover their deficits. From 1947 the U.G.C. and the Treasury reverted to the principle of assessing grants for the whole of a forthcoming quinquennium. For the period 1947-52 the basic recurrent grant was £64,630,000, for 1952-57 it was £120,000,000, for 1957-62 it was £173,500,000 and for 1962-67 it was initially announced as £329,000,000. In comparing these figures, we must bear in mind the changes in the value of money; but the steepness of the rise is unmistakable in any terms. In 1947-48 these government grants represented 55.8 per cent of the income of the universities; in 1960-61 it represented 70.5. Nor should it be forgotten that in addition to these grants for recurrent purposes, almost 90 per cent of the cost of all university building since the war has had to be provided by the Treasury. In the period 1947-57 when building materials of many kinds were short and university plans for expansion were being evolved only slowly, £42,000,000 was provided. From 1958 there has been a sharp rise and even before the Robbins Report the government contemplated capital grants of at least £33,000,000 for each of the two years 1964 and 1965. All told, since the end of the war and up to the end of 1963, the government had provided about £150,000,000 for building, exclusive of professional fees and equipment for which separate grants were made. A measure of the amount of aid from public funds which is going to be needed in the future is given by the Robbins estimate that the present annual expenditure on full-time higher education of £206,000,000 (including recurrent and capital grants for universities, teachers' colleges and other institutions) will rise to £742,000,000 by 1980.

It is in this context that I come to my third topic: the autonomy and independence of the universities themselves. Every one of them is a 'private' institution in the sense that none of them was founded by the state or a religious organisation. Broadly speaking they derive their rights and privileges from Royal Charters and ordinarily any change in their constitution is subject to the approval of the Privy Council. They are, of course, not outside parliamentary sovereignty; and from time to time, but very infrequently, an Act of Parliament has directly or indirectly (by the setting up of a statutory commission) regulated the constitution of individual universities when no other procedure was feasible or advisable.

When universities received little financial support from government, their independence could be taken for granted; what is noteworthy is that their freedom has remained so unimpaired despite the vast increase in the proportion of their income which now comes from public funds. And there can be no doubt that this is due in very great measure to the successful device of the University Grants Committee. So much so, that the Robbins Committee enunciate the principle that 'considerations of academic freedom require that autonomous institutions of higher education should draw the Government's financial support through an independent body on similar lines to the present U.G.C.' By this statement the universities have been immensely reassured.

In some particulars the U.G.C. in its present form and functions differs from the original committee. Its Chairman is full-time and has the standing of a high-ranking civil servant responsible to the Chancellor of the Exchequer. The other members of the committee include a small number of eminent men of business and affairs and appointed representatives of other educational interests; but the majority of the sixteen or so members are distinguished academics still in the active service of one or other of the universities. There are two striking anomalies. In the first place, it is in respect of universities alone that the Treasury itself is a spending department. In the second place, the majority of the committee which recommends the general scale of grants are themselves potential beneficiaries of their own financial judgement; and the system could not possibly work if the individual members did not exercise a deep sense of public responsibility and if Parliament as a whole did not have complete confidence in reposing this trust in them.

An equally significant change has taken place in the terms of reference of the U.G.C. which now include this: 'to collect, examine and make available information relating to University education throughout the United Kingdom and to assist, in consultation with the universities and other bodies concerned, the preparation and execution of such plans for the development of the universities as may from time to time be required in order to ensure that they are fully adequate to national needs'. Every phrase in this 1952 remit would deserve a commentary if time permitted; but even at a glance, it is evident that the influence, and indeed the power, of the U.G.C. on the development and policy of individual universities could be very far-reaching.

How then does the U.G.C. operate in practice? The procedures are quite simple to understand. In the matter of the block grants for recurrent expenditure which, subject to annual formal confirmation by Parliament, cover a period of five years, the first step is the submission by the universities of detailed and reasoned estimates. Before these are adjudicated upon, members of the U.G.C. (in various groupings to share out the labour) with the chairman visit each institution, not in a prying or censorious spirit, but with the aim of sensing the ethos of the place and exchanging views with all sections of the university, from the governing body through the whole gamut to the students themselves. Subsequently the Chancellor of the Exchequer is asked for a global sum which he recommends to Parliament to cover the aid to the universities as a whole. The allocation to individual universities, however, is made by the U.G.C. itself; and it is only for special reasons (*e.g.* the furtherance of dental education) that any part of the grant is earmarked. At the same time it is a matter of elementary good faith that a university should in broad terms use its grant for the purposes set out in its estimates; and no university would dream of embarking on a major chance of policy involving finance without discussing the matter first with the U.G.C. The universities lay great store by this quinquennial block-grant system since it gives them freedom in academic planning which could not be so certainly achieved under a system of annual grants. Inevitably the last year of a quinquennium tends to be a little stagnant until the allocation for the next period is known; and when a new allocation is felt to be insufficient and proves to be so, it is the best part of two years before the matter is righted by supplementary allocations to cover the rest of the quinquenium. It is for this kind of reason that the Robbins Report suggests some modification of a rigid quinquennial arrangement; but it still urges 'planning on the basis of reasonable certainty for a significant period of time'.

As regards capital expenditure on buildings, universities are invited to submit, reasonably in advance of their immediate requirements, a one- or two-year programme. When the Treasury has announced what money it is prepared to make available for the period in question, each university is told how much in all it may expect and which specific projects are approved and within what limits of cost. In the detailed administration of these capital grants a university has to follow approved procedures for costing and tenders

and (unless there are clear reasons to do otherwise) must conform to certain standards of space and floor-area deemed appropriate by the U.G.C. and its technical advisers for the various types of accommodation.

The success of the U.G.C. system, however, depends far less on the pattern of its formal procedures than on the informal but very close relationships which have emerged between the Committee and the universities. The fact that the majority of the members of the U.G.C. are active academics in a wide variety of fields means that the universities have confidence that their estimates and proposals will be assessed by people who speak the same kind of language and who by their eminence in their own subjects are really in position, as no other group of people could possibly be, to grasp the essentials and get things into perspective. They will not be bureaucratically obtuse; nor will they be hoodwinked by spurious superficialities. Of special significance is the fact that the chairman and permanent secretary of the U.G.C. are readily accessible for personal discussions with Vice-Chancellors and particularly with the chairman of the Committee of Vice-Chancellors and Principals. At this informal level the objectives and claims of each university can be frankly examined 'off the record', and the U.G.C.'s own tentative approach to a wide range of problems and policies can be explored. The two 'sides' get to know and appreciate how each other's minds are likely to be working.

Nevertheless, while it is important to emphasise that the U.G.C. never in any circumstances issues anything remotely resembling a directive to the universities, its influence is weighty and frequently decisive. By its allocations, and occasionally by earmarked grants, it cans foster developments which it judges to be of national importance. On the other hand it can indicate that a particular item in the estimates of a university 'has not been taken into account' in determining the block grant, and the university must then decide for itself whether it sets such store by the item that it it willing to go ahead and finance it from its own endowments and resources. Sometimes also a particular university is invited to consider whether, if funds were made especially available, it would be willing to expand in a selected field of work which in the U.G.C.'s view is being unduly neglected nationally. On a much wider front the U.G.C., in conformity with broad national policy and need, has been stressing since

1956 that its recurrent and capital grants will be assessed in part on the basis of the universities' willingness to arrange that in further expansions of student numbers two thirds of the places shall be in pure science and technology. In the matter of academic salaries too the U.G.C. has played a crucial part, since the national scales for all grades of staff are those recommended to the Treasury by the U.G.C. after it has considered the representations of the Association of University Teachers and the comments of the Committee of Vice-Chancellors. The Government, however, has recently referred the question of university salaries to the National Incomes Commission and the U.G.C. may not be so decisively involved in the future.

To complete the current picture, two other topics should be briefly touched upon: the financial accountability of the universities and the future status of the U.G.C. itself. It is clearly arguable that since the U.G.C. is an advisory committee to the Treasury, there is no need for the Treasury to enquire into the details of the allocations made to individual universities, and they certainly have not done so. Furthermore, although universities appoint auditors of their own, their books of account, unlike those of government departments and organisations relying on a Parliamentary vote, are not open to the scrutiny of the Comptroller and Auditor General. With increasing insistence, the Public Accounts Committee of Parliament has protested against this anomaly, but the Treasury itself has always defended the present convention on the ground that to depart from it would impair university autonomy. The only concession that has been made is that the U.G.C. itself has laid down, on the basis of the findings of two special *ad hoc* sub-committees of its own, certain principles of financial control over capital expenditure which the universities are now pledged to follow. The Robbins Report, in its turn, attaches great importance to this immunity of the universities from detailed scrutiny and recommends that it should continue.

My last topic is the future of the U.G.C. itself. In view of the fact that the number of universities will be increased and that a number of other institutions, such as Colleges of Advanced Technology, will acquire autonomous status, the Robbins Report proposes a University Grants Commission with a chairman and two full-time deputies and a number of committees covering the various activities of the Commission. Much more important is the recommendation that such a Commission should be within the jurisdiction not of the Treasury as heretofore but of a separate Ministry, for which they

suggest the name of Arts and Science. Such a Ministry would also be responsible for the work of the existing Research Councils and analogous bodies. Here, however, the Report is not unanimous; and one member of the committee dissents in favour of putting the new Commission under the Minister of Education. Everyone, I think, would agree that the financial support now given to universities is, to say the least, something of an embarrassment to the Chancellor of the Exchequer in his relations with other spending departments; and at the same time the universities have no champion at Cabinet level to plead their case if they are faced by a stony-hearted Chancellor. But the question of which Ministry the universities should come under is a much more tangled one. On the doctrine that a national system of education is essentially one and indivisible, the transfer of the Grants Commission to the Minister of Education would appear almost self-evident. But the universities are concerned with much more than instruction; in their research activities they impinge on the spheres of many other departments, and if their work is to be provided for as a single nexus, from the instruction of freshmen to the organisation of post-doctoral investigations, the Ministry of Education is not geared for the task. The preponderant weight of university opinion is clearly in favour of the Robbins solution. But the opposition party in Parliament has already expressed its view that there should be a single Minister of Education, a kind of 'overlord', who would be supported by two Ministers of State. The Government itself has not yet declared its own policy in this matter, though it has already, as an interim measure, handed over the co-ordination of departments concerned with higher education (including the U.G.C.) to the Lord President of the (Privy) Council who is also the present Minister for Science. Evidently there are political issues involved in this question; and even personal rivalries may play their part.

Such then are the major themes of discussion in university circles arising from the Robbins Report. Whatever happens, the universities have to face a challenge greater than any they have met before; but they can take encouragement from the fact that the Report comes out strongly not only in support of their autonomy but also in favour of the Grants Committee principle, of a modified quinquennial system and of freedom from the exasperations, delays and lack of flexibility which a detailed official scrutiny of their accounts would inevitably involve.

PRELIMINARY REPORT ON CURRENT (1963-64) PENSION AND SABBATICAL ARRANGEMENTS AT CANADIAN UNIVERSITIES AND COLLEGES

by Witold Weynerowski*

Pension Plans at Canadian Universities

The following paragraphs and table attempt to grade current pension plans offered by Canadian universities and colleges by means of a uniformly applied point-scoring system. Attention has been limited to five indispensable features of any well-balanced pension plan which claims to be suited to a salaried, highly mobile profession. The present results are based on answers to a survey undertaken during the 1963-64 academic year.[1]

The five pension features chosen for the analysis were covered by the following five series of questions. To avoid misunderstanding, each question is accompanied by an explanation of the point distribution.

I. (30 points) *What are the annual contributions to the pension fund made respectively by the individual and the institution (university, college or provincial government) and what is the pension formula?* (a) 10 points if total contribution equals 15% of salary *or* if fixed formula is 2% of final 1, 3 or 5 years' salary X number of years of service; 8 points if total contribution equals 12% of participant's salary *or* if fixed formula is 2% of average career earnings *or* 1.5% of highest 1, 3 or 5 years' salary X number of years service; 5 points if total contribution equals 10% of salary *or* 1.5% of average career earnings X number of years service.

(b) 10 points if individual's contribution equals 5% of salary; 8 points if 6% of salary; 5 points if 7½% of salary.

(c) 10 points if institution's contribution equals 10% of salaries *or* balance required to provide a pension of 2% of final 1, 3 or 5 years' salary X number of years service; 8 points if 7-7½% of salaries *or* balance required to provide a pension of 2% of career

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* Research Assistant, C.A.U.T.

[1] Saskatchewan and Sir George Williams are negotiating for a new plan and are not included in the present analysis. In addition, no answers were received from Loyola, Jean de Brébeuf, McMaster, Windsor and St. Paul's College. The present analysis is based entirely on answers provided through the local Associations

average earnings *or* 1.5% of highest 1, 3 or 5 years' salary X number of years of service; 5 points if 6% of salaries or balance required to provide a pension of 1.7% of career earnings X number of years of service; 3 points if 5% of salaries *or* balance required to provide 1.5% of career earnings.

II. (15 points) *Are additional voluntary contributions by individual participants possible and, if so, are such contributions matched by the university?* (a) 5 points if "yes". (b) 10 points if fully matched; 7 points if fully matched in case projected pension falls below pension formula; 5 points if partially matched in case projected pension falls below pension formula.

III. (15 points) *Does the plan provide compensation for possible continued inflation and, if so, in what manner?* 15 points if 2% fixed formula with final earnings feature or 15% of salary total contribution *plus* provision for investment in common stocks *or* if by prorationing according to DBS Consumers' Price Index; 10 points if provision for investment in common stocks *or* 2% formula with final earnings feature; 5 points if 1.5% formula with final earnings feature only.

IV. (20 points) *Does the university make supplementary payments to people retiring on inadequate pensions and, if so, does it do so on a formula or on an ad hoc basis?* (a) 10 points, if "yes". (b) 10 points if on a formula basis; 5 points if ad hoc *or* if no policy after 10 years *or* if long waiting period is required to qualify for formula treatment.

V. (20 points) *In the event that a participant ceases to be employed by the university is he entitled, in whole or in part, to the university's contribution to the pension scheme (i.e. what are the vesting provisions)?* 20 points if full and immediate vesting; 15 points if vesting only after 5 years of service; 10 points if vesting only after 10 years of continuous service; 5 points if vesting only after 20 years continuous service. ("Vesting" alone can be misleading. Its significance depends on the relative contributions of the respective parties. If a university makes small contributions in the early years, then during those years the amount vested will consist almost wholly of the employee's contribution.)

The point system is used in the table which follows and allows for a point comparison between the different plans. The explanations

of the point distribution will, in addition, enable one to recognize and assess, albeit roughly, the actual features of the different plans, whether these are "money purchase" (m.p.) or "fixed formula" (f.p.) plans.

CLASSIFICATION OF UNIVERSITY PENSION PLANS
(see above explanation)

	I-30 pts.			*II-15 pts.*		*III-15 pts.*	*IV-20 pts.*		*V-20 pts.*	*Total*
	a	*b*	*c*	*a*	*b*		*a*	*b*		
U.B.C. m.p.	10	10	10	5	7	15	10	5	20	92
Victoria m.p.	10	10	10	5	0	15	10	5	20	85
Waterloo m.p.	8	10	8	5	0	15	10	5	20	81
Carleton m.p.	8	10	8	5	5	10	10	5	20	81
Alberta m.p.	10	5	8	5	0	15	10	5	20	78
Queen's f.p.	8	5	8	5	0	10	10	10	20	76
McGill m.p.	8	10	8	5	0	10	10	5	20	76
St. F. X. m.p. & f.p.	8	10	8	5	0	10	10	5	20	76
Toronto f.p.	8	10	8	5	0	5	10	10	20	76
York f.p.	8	8	8	5	0	5	10	10	20	74
Montreal f.p.	8	10	8	0	0	10	10	5	20	71
Waterloo L. m.p.	8	8	5	5	0	10	10	5	20	71
Brandon f.p.	8	8	8	5	10	0	10	5	15	69
Manitoba f.p.	8	8	8	5	0	0	10	10	20	69
Laval f.p.	8	8	8	5	0	10	10	5	15	69
Western m.p.	8	8	8	5	0	0	10	5	20	64
United C. f.p.	8	8	8	5	0	0	10	5	20	64
Prince of W. f.p.	10	8	10	5	0	10	10	5	5	63
Dalhousie f.p.	10	8	10	5	0	10	10	5	5	63
Memorial f.p.	10	8	10	0	0	10	10	10	0	58
Ottawa m.p.	8	8	5	5	0	10	0	0	20	56
U.N.B. f.p.	10	8	10	0	0	10	10	5	0	53
Nova S.T. f.p.	10	8	10	0	0	10	10	5	0	53
Laurentian f.p.	5	10	5	5	0	5	0	0	20	50
St. John's m.p.	8	8	8	5	0	0	0	0	20	49
Lakehead f.p.	10	8	10	0	0	10	0	0	10	48
Federated C. f.p.	10	8	10	0	0	10	0	0	10	48
St. Mary's m.p.	5	10	3	5	0	0	no information		10	33/80

The table supports the fact that the most generous, best-rounded plans are offered by U.B.C., Victoria, Waterloo, Carleton and Alberta. At each of these universities the cotnributions or the pension formulae are such as to ensure adequate retirement benefits; there is effective provision for compensation against inflation; additional voluntary contributions are possible and these are matched by the university in two cases; supplementary payments are made to people reiring on inadequate pensions;[2] the university's contributions are vested in the participants. Finally, these five universities all offer money purchase plans. Such plans appear preferably to fixed formula

[2] At Waterloo this problem understandably has not yet occurred. However, the University has not yet adopted a policy to deal with this eventuality.

plans as the former require definite annual contributions from the institution and allow for the building up of a large fund which, if profitably invested, not only combats inflation but might also eventually allow the lowering of individual participants' premiums.

In comparison to the above five pension plans those of Queen's, McGill, Toronto, St. Francis Xavier and York all fall somewhat short in at least one of the five package criteria. At Queen's and Toronto, for example, there is no special provision in the plan to serve as a hedge against inflation. The McGill and York plans suffer from the same restriction and in addition McGill requires 15 years of service before participants can qualify for supplementary payments at retirement on a formula basis. St. Francis Xavier has a generally good plan except that it lacks a formula policy with respect to supplementary payments at retirement.

All the remaining plans are inadequate in one or more respects. Particular reference must be made to the Provincial Government superannuation plans operative at Federated Colleges, Lakehead College, U.N.B. and Nova Scotia Tech. These plans are all excellent in one respect, namely, in offering a generous pension formula. They are, nevertheless, unsuitable to the university teaching profession since their vesting provision are either non-existent or else require a lengthy waiting period. Furthermore these plans do not allow participants to make additional voluntary contributions. Nor do they provide for supplementary payments. Admittedly the generous, anti-inflationary formula makes the latter omission of little concern to people who have served the major and final part of their careers in these institutions. However, this assumes much less mobility than is usual in the teaching profession. Indeed the provincial plans actively discourage such mobility.

A final word is reserved for two other matters of concern. Some twenty-two out of a possible thirty-nine answers have hitherto been received to the following question asked by a questionnaire sent out this year: Does your University guarantee married faculty members an annual pension of at least $4,000? Only one of the twenty-two Associations (Saskatchewan) answered "yes"; all others answered "no". It is true that this matter concerns only those relatively few faculty members who have not a reasonable length of service behind them. Nevertheless such people deserve protection.

The second additional point which should be kept in mind by any university or college contemplating amendments to its pension plan is the question of physical disability. Wherever this problem is not dealt with through a separate scheme, consideration should be given to making this one of the provisions of the pension plan. Again, this is a marginal and consequently relatively inexpensive liability but one which could leave the uninsured victim in a permanently helpless position.

To conclude, a brief attempt has been made to show how the various plans stand in relation to each other. The present exercise also allows interested readers to study the cardinal features characterizing the listed plans, (by matching points and accompanying explanations). As has been shown, considerable improvement is still possible in this area of university staff benefits.

Sabbatical Leave Survey

On August 2nd, 1963, the National Office dispatched a series of questions to the local faculty associations of forty Universities and Colleges to gather information on the subject of research and sabbatical leave. The questions inquired after:

(1) the number of persons on research or sabbatical leave at each University as of September, 1963;

(2) the number spending their leave on the home campus;

(3) the proportion of full annual salary granted by the university, i.e. whether full, half, or less than half;

(4) the total amount budgetted by the university for "research and other leave";

(5) the percentage of the total university budget represented by this amount.

Since August 2nd twenty-nine answers to this questionnaire have been returned. It is particularly regrettable that several of the larger universities, namely Montreal, McGill, Ottawa, Queen's and Laval, are not represented in this report. The smaller universities and colleges which likewise have not returned the question form are: Victoria, St. John's College, Jean de Brébeuf, Loyola, Sherbrooke and Bishop's. The data received speak largely for themselves. The footnotes to the table should, however, be consulted as they throw some light on the bare statistics.

To begin with it is noted that six of the responding universities and colleges reported *no* members of faculty away on research or sabbatical leave during 1963-64 (cf. table for answers to question 1). These were: St. Mary's University, Prince of Wales College, St. Paul's College, Brandon College, Laurentian University and Waterloo University. In several of the very young institutions sabbatical leave policies, assuming that these exist, have not yet of course had the chance to come into practical effect.

Nine universities reported between one and three faculty members on leave. These were: Saskatchewan, Regina (1); Lakehead (1); Assumption (2); York (2); Sir George Williams (2); Mount Allison (1); Nova Scotia Tech (2); Waterloo (3); United College (3); Lutheran (3); Memorial (3). Again, any conclusion arrived at must of course take some account of two factors, namely the size and age of each institution. Only five of the twenty-nine responding universities reported more than fifteen people away on leave. These were: Western (16); Manitoba (17); Alberta (30); Toronto (42); U.B.C. (45). The remaining universities with more than three, but less than fifteen, faculty on leave were: Dalhousie (4); Federated Colleges (5); McMaster (6); Saskatchewan (9); U.N.B. (11).

It was noted too that out of a total of 228 people on research, pre-doctoral and sabbatical leave at 21 universities and colleges, only seven people (3 per cent) are remaining at their own university instead of travelling elsewhere to spend their leave.

The replies to question (3) show a good deal of variation between the different proportions of full annual salary (whether full, half or less than half) received by faculty on leave.

This variation is clearly apparent at the aggregate level. Out of one hundred and eighty-three people on leave from the answering universities,[3] nineteen people were reported receiving full salary from their university. Another eight are receiving three-quarters of their normal salary. Sixty-seven (37 per cent) are on half salary. The remaining ninety-two (50 per cent) get less than half salary. Unfortunately, we do not know how many of this last group are on pre-doctoral leave.

The aggregate picture is borne out by the individual universities. Thus, at Alberta, nineteen out of the thirty people on leave are on

[3] U.B.C. is excluded here as it did not reply to this question.

less than half salary. At Carleton three out of the eight people on leave are in this position. At Toronto nineteen out of a total of forty-two persons on leave are receiving "no salary" from the university.[4] These situations would not be bad in themselves so long as persons taking research or sabbatical leave were not penalized by the necessity of making considerable financial sacrifices. However, it is well known that more or less severe sacrifices are often made by individuals on research or sabbatical leave.

The amount of money budgetted by each university or college for research and other leave (question 4) was not specified in nearly half of the returned forms. It appears that many universities do not list such expenditure as a special budget item. Among the universities which do not are several of the older, well-established institutions including Toronto, Manitoba and Dalhousie.

Of the twelve replies specifying an actual budget figure,[5] only seven indicated an expenditure of more than $10,000 for salaries to faculty on leave. These were Windsor: $12,000; Saskatchewan: $16,000; St. Francis Xavier: $32,000; Carleton: $35,250; U.N.B.: $62,750; McMaster: $67,000; Alberta: $14,000.

The percentage of the total university budget represented by the amount of money budgetted for research and other leave (question 5) was of course given only by those universities which list expenditure for research and other leave as a separate budget item. The universities where this expenditure exceeds 1 per cent of the total budget during 1963-64 are: Alberta, Calgary (3.0%); Lakehead College (2.0%); St. Francis Xavier (2.0%); U.N.B. (1.7%); McMaster (1.3%); Carleton (1.04%). Universities which are at or below one per cent include: United College (1.0%); Alberta, Edmonton (0.45%); Saskatchewan, Regina (0.33%); Saskatoon (0.16%); Western (0.3%); Mount Allison (0.002%).

The data provided for this survey certainly do not allow for a complete set of conclusive remarks. What has become clearer, however, is that at the present time most of the responding universities do not appear to offer faculty either formal policies or generous, informal arrangements with respect to sabbatical leave. While the practice of granting leave is certainly prevalent, the institution of

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[4] In these cases funds from outside sources were available.

[5] U.B.C. is excluded here as it did not reply to this question.

RESEARCH, PRE-DOCTORAL AND SABBATICAL LEAVE AT 29 CANADIAN UNIVERSITIES AND COLLEGES, 1963-64

	(1) No. of People on Leave, 1963-64	(2) Number (a) Remaining on Campus	(2) Number (b) Travel Elsewhere	(3) No. Receiving (a) Full Pay	(3) No. Receiving (b) Half Pay	(3) No. Receiving (c) Less than Half Pay	(4) Amount Budgetted (Spent) for Sab. Leave*	(5) Percentage University Budget
U.B.C.[1]	45	1	44	N.A.	N.A.	N.A.	N.A.	N.A.
Alberta[2] Edmonton	22	2	20	1	9	12	100,380	0.45
Calgary	8	1	7	0	1	7	13,850	3.0
Saskatchewan[3]	9	0	9	1 (80% of	6	2	16,000	0.16
Regina Campus[4]	1	0	1	salary)	1	0	4,601	0.33
Brandon	None	—	—	—	—	—	—	—
Manitoba	17	1	16	0	12	5	Not budgetted	—
St. Paul's College	None	—	—	—	—	—	—	—
United College	3	0	3	0	1	2	10,000	1.0
Lakehead	1	0	1	0	1	0	6,000	2.0
Assumption[5]	2	0	2	0	2	0	12,000	—
Laurentian[6]	None	—	—	—	—	—	—	—
Waterloo[7]	None	—	—	—	—	—	—	—
Waterloo Lutheran	3	0	3	0	2 (¾ pay)	1	0	—
Federated Colleges	5	0	5	0	2	3	0	—
Western	16	2	14	1	4	11	30,000	.3
McMaster	6	0	6	0	6	0	67,000	1.3
Toronto	42	?	?	9	13	20 (19 no	no especial budget item	—
York[8]	2	0	2	0	0	2 salary)	0	—
Carleton	8	0	8	—	5	3	35,250	1.04
Sir Geo. Wms.	2	0	1	1	0	1	0	—
Mount Allison[9]	1	0	1	1	0	—	2,360	.002
Dalhousie	4	0	4	0	1	—	0	—
N.S. Tech.[10]	2	0	2	1	0	1	—	—
St. Mary's	None	—	—	—	—	—	—	—
St. Francis X.[11]	15	0	15	5	2.1 (2/3 pay)	2	32,000	2.0
U.N.B.[12]	11	0	11	—	4 (at ¾ pay)	7	62,750	1.7
Prince of Wales	None	—	—	—	—	—	—	—
Memorial	3	0	3	0	0	3	—	—

* Budgetting implies the existence of a policy. The amount actually paid is often incidental, representing the sum of various payments to individuals on leave, rather than a prior policy.

Footnotes 1 to 12 are on the following page.

sabbatical leave, as a traditional feature of university life and as a means of raising the academic standards within the profession, has not acquired a very high place in the financial priorities of most Canadian university administrations. When sabbatical leave is granted the usual terms (half-salary) can easily involve the recipient in considerable financial sacrifice especially when one remembers the number of typical non-tax-deductible expenses incurred during leave of absence.

FOOTNOTES TO TABLE ON PAGE 23

[1] The answers to questions 3, 4 and 5 are not available short of a formal request.

[2] The figure of 22 includes 10 people on assisted leave for graduate study, all receiving less than half pay. It does *not* include 6 people on leave without pay who are in their first or second year of graduate study.

[3] $41,200 is actually being spent (0.412% of budget). Two of the 6 people on half pay have substantial fellowships. There are 3 people on leave with *no* pay. One is with FAO and is not included in (3) (c).

[4] The figures and percentages are not particularly revealing. This is a new institution and many staff have not sufficient tenure to qualify for leave. Further, the burden of planning is heavy upon the smaller core of senior people who are seeking leave for this period.

[5] $12,000 was actually paid and allocated on the basis of specific requests. No specific budget figure. In future the plan is to budget 8-10% of faculty salaries under new administration.

[6] Due to the size and financial difficulties of our university, sabbatical leave has not yet been studied carefully by the administration.

[7] We have not been in full operation as a university long enough for any sabbatical leave to have come due; we have no one on research leave.

[8] As no system of rotation has yet been established for sabbatical or other regular leave, the 2 persons involved are *not receiving pay* from the university.

[9] An additional $6,000 came from a "Bell" fund set up for such purposes from a gift of about $750,000.

[10] Our research and sabbatical leave are classified as "special leave".

[11] The above group of fifteen consists of five clergymen and eight laymen on leave of absence for pre-doctoral study and research, and two laymen on sabbatical (post-doctoral) leave.

[12] There are also 4 faculty members on leave of absence who, for reason of time served or otherwise, are not in receipt of usual financial benefits attending sabbatical leave. However, the university is providing in their behalf continuance of Blue Cross, Group Insurance, Pension, etc.

BRIEF TO THE MINISTER OF FINANCE ON THE FINANCING OF UNIVERSITIES

1. The Canadian Association of University Teachers welcomes the opportunity to bring to your attention some of its views concerning the financing of higher education so that you may take them into account both in preparing spending estimates for the fiscal year 1964-65 and in formulating a long range programme for the support of the universities. Our Association, with its more than forty local associations and more than five thousand members, represents the majority of the University teachers in Canada. Since its formation, it has been concerned with and has studied practically all aspects of Canadian universities and has come to be recognized as a representative well-informed body with regard to matters concerning them.

National Importance of the Universities and Their Present Plight

2. It has come to be recognized more and more in recent years that Canada's universities and colleges are of national importance. The public interest in their development is today of much greater magnitude than it has ever been in the past. In our increasingly complex modern industrial society, the role of the universities in sustaining and improving society, always important, is now crucial. Never before has the public welfare in its social, cultural, and economic aspects been so dependent upon the effective functioning of our universities. And never before have the obstacles in the way of universities' adequately performing their functions been so formidable. You are no doubt familiar with these obstacles. At a time when the universities are desperately trying to develop their programmes of graduate training and research they are faced with tremendous pressure to meet the demands of rapidly increasing numbers of students at all levels. Full-time enrolment, which stood at about 114,000 in 1960-61, is expected to reach 312,000 in 1970-71. To cite only one implication which concerns university teachers, this enrolment for 1970-71 would mean that 23,000 new university teachers would have to be found in the intervening period, and that the annual rate of recruiting would have to rise from 1,300 in 1960 to about 3,500 in 1970. The increase in numbers of students requires a vast increase not only in the number of teachers but also in other staff, books and other teaching aids, and buildings to provide space for classrooms, offices, libraries, laboratories, and residences.

(NOTE: a summary of recommendations is to be found at the end of this brief.)

Rising Costs per Student

3. Estimates of cost, and therefore of financial need, are also affected by increased cost per student. The most obvious cause of such increases is higher salaries. Given the current serious shortage of supply of qualified people, there can be no doubt that Canadian universities will have to offer very attractive conditions of employment if they are to obtain a larger proportion of the small pool of highly trained people. This is not merely a question of salaries and fringe benefits; it is also a question of time and money for research. If teaching loads were reduced to two full courses for the academic year (to mention only one example of a measure for keeping the most able people in the universities), the number of new faculty members required would be increased by a third to one-half. And yet, such conditions are not unreasonable if the quality of instruction is to be maintained, if independent research is to receive needed encouragement, and if the enormously increased requirements of graduate studies are to be met. Another reason, then, for the rising cost per student is the increasing emphasis upon graduate work, which requires a higher faculty-student ratio and more facilities. Altogether, the operating cost per student doubled between 1950 and 1960, and is expected to increase by a further 50% to $2,300 per student by 1965-6.

Rising Total Operating Cost and Inadequacy of Federal Grant

4. It is likely that the annual operating costs of universities will be well over one billion dollars by 1970, more than five times the amount in 1960 and well over twice the estimated cost of $420 million in 1965-6. We should like to point out that even if the federal per capita grant were raised from the present level of $2.00 to $10.00 by 1970, it would barely account for even one-fifth of the required operating expenditure by that time.

Need for Capital Expenditures

5. The need for capital expenditures is also very great. For example, the Canadian Universities Foundation has estimated the capital requirements for just the three years 1963-4 to 1965-6 at about $800 million.

Federal Support Provided Council but Inadequate

6. The federal government has recognized that it has a responsibility for supporting the universities, by its per capita grants, its comparable

tax abatement for Quebec, grants to scholars in universities in support of research from the Canada Council and the National Research Council, capital grants for some types of buildings made through the Canada Council, and loans for student residences through the Central Mortgage and Housing Corporation. This support has been very gratifying — more than that, it has been crucial. But it has been inadequate and, unless expanded in scope and greatly increased in amount, will be glaringly inadequate over the balance of the present decade.

The National Goal for Support of Universities

7. The basic national goal for the financial support and development of the universities should be for the federal and provincial governments and private industry to act in concert to provide the financial support necessary to enable the universities to discharge their extraordinary responsibilities on the scale required of them, support that will enable them, among other things, to pay salaries and provide facilities sufficient to attract to and retain in the academic profession the required number of able scholars in competition with non-academic posts in Canada and elsewhere, particularly the United States. This must be done in such a way that will put comparable universities in the different regions of the country on equal terms with respect to payment of staff and provision of facilities, something that past policies have utterly failed to do.

The Need for a Long-Range Programme of Systematic Support

8. To date there has been no such systematic approach to the support of the universities, but rather a series of *ad hoc* expedients. Without it, the goal is impossible to attain and the country will suffer incalculably. Such an approach requires long-range planning first and foremost by all the universities, and then by the federal and provincial governments and industry. No doubt the work of the Commission on the Financing of Higher Education in Canada, recently announced by the Canadian Universities Foundation, will contribute to the development of such an approach. The establishment of this Commission is a commendable step. But we hope that the Federal Government will, without waiting for the Commission's report, take the leadership in initiating such an approach by, in full concert with the provinces, inviting all of the universities to draft detailed tentative programmes for their development for the period 1964-5 to 1970-71; by providing machinery, in concert with the provinces, for collating

these programmes; and by committing itself, again in concert with the provinces, to do all in its power to provide the means of implementing them. The results of the Canadian Universities Foundation's Commission, if they are ready, as is hoped, by the autumn of 1965, would be well-timed to be combined with the collated results of the universities' proposals.

Consultative Committee, with Strong Academic Representation

9. It would no doubt be necessary to establish a, preferably small, consultative committee to aid in the formulation and development of the proposed federal-provincial plan of university development and finance. We should like to emphasize that financial policy with respect to universities cannot be divorced from academic policy. All financial decisions have academic implications and all decisions on academic matters have financial implications. The formulation of academic policy, by its nature, should be primarily the responsibility of faculty members, acting through the academic bodies in the universities, while the execution of such policies is primarily the responsibility of the administrative officers in the universities. It is never sufficient to confine consultation to university administrations where matters relating to academic policy are at stake. It is therefore essential to the proposed programme of long-range planning that a substantial portion of the membership of any consultative committee consist of respected members of the academic profession who are actively engaged in teaching and research.

Need for Interim Emergency Measures

10. In the meantime, steps must be taken to meet the current emergency situation. To this end we make the following proposals, which we hope you will take into account in compiling your budget for 1964-5. None of these proposals would interfere with the development of the systematic long-term approach we strongly recommend.

Interim Proposals

A. The Need for Larger and More Equitable Distribution of Federal Operating Grants

Inadequacy of Amount of Present Grants

11. It is obvious to all that the present arrangement which gears the Federal operating grant to total population is quite unsatisfactory,

for it is quite unrelated to need with respect to the total amount of grants, the adjustment in this amount from year to year, or to the distribution among the universities in the different provinces. The present level of grants at $2.00 per capita accounts for scarcely 15 per cent of the universities' operating costs. Moreover the year-to-year adjustments in the grants presently depend upon changes in total population rather that upon need as measured by rising enrolment and rising costs per student. For example, over the period 1962-63 to 1964-65, enrolment will have risen by about 20 per cent and cost per student probably by about the same amount, a total increase in operating cost of over 40 per cent; while the total population upon which the federal grant is presently based will have increased less than 4 per cent.

Inadequacy of Present Method of Distribution

12. Again, the present method of distribution of grants on the basis of provincial population is unrelated to need as measured by percentage of population in the university age group 16-24, the percentage of out-of-province students, and provincial fiscal capacity (ability to pay). The universities in the low-income provinces, especially in the Atlantic Provinces, have been severely handicapped by their inferior financial support compared to universities in the other provinces. This is the very kind of situation a national policy for support of the universities should be designed to correct in view of their vital national role, and yet in spite of repeated pleas on behalf of these universities nothing has been done about it.

Proposal Concerning Size and Annual Revision of Operating Grant

13. As a step to provide universities with operating funds on the scale they require, we recommend that the Federal Government immediately undertake to provide a minimum percentage, at least one-third, of the operating costs of the universities, and to assure that this scale of support will automatically increase with need, as measured by increased enrolment and increased cost per student. Such a commitment would not only directly provide urgently needed funds for the universities, it would also make clearer the amounts of funds that would have to be obtained from provincial governments and private sources and would reduce the likelihood of neglect by these other sources. It would make it easier for the provincial governments to develop satisfactory policies to provide systematic support

to the universities in the course of discharging their constitutional responsibilities with respect to higher education.

Proposal for Change in Method of Distribution of Operating Grant

14. We also recommend that distribution be made on a more equitable basis than at present, to take explicitly into account the diversity of needs and means among the provinces. The distribution could be based essentially on the provincial populations in the age group 16-24, but adjusted to take into account the varying proportions of out-of-province students, and the inferior fiscal capacity of the low-income provinces (possibly by making the grants per person in the 16-24 age group vary in inverse proportion to provincial personal income per capita). In spite of the federal equalization payments to these provinces with respect to the three direct taxes, their revenue per capita from other provincial sources still falls far short of the amounts obtained at comparable rates of taxation in the higher income provinces. The Atlantic Provinces Adjustment Grants, although a help in this respect to the Atlantic Provinces, do not provide nearly the degree of equalization required with respect to these other sources to place them on a comparable footing with the wealthier provinces. Unless generous adjustment is made in the distribution of federal operating grants to take the relative paucity of revenues of the low-income provinces into account, the universities in these provinces are doomed to becoming second class institutions. These universities, like those in other parts of the country, serve the whole nation. They are already having enormous difficulties in trying to retain and recruit staff of a calibre comparable to that in universities elsewhere at salary scales substantially below those in universities in Central and Western Canada. The whole nation would suffer from a deterioration in these universities which have long and fiercely struggled to maintain high academic standards.

Proposal for Added Grant for Graduate Students

15. We also recommend that an added grant be made available for each graduate student, so that the total grant for graduate students represents, on the average, the same explicit proportion of operating cost per graduate student as that available for undergraduates; and that part-time students enrolled in courses leading to a degree be supported on a scale proportionate to that for full-time students. Universities engaged in programmes serving such students

may eventually be compelled to give them up unless such programmes can be put on an equal footing with full-time work.

Comment on Proposed Changes in Operating Grants

16. While a formula based on the above considerations would not remove all the shortcomings of the federal grants, The Canadian Association of University Teachers considers that without greatly complicating the basis for grants, it would enable a major step to be taken toward higher, and more uniformly high, standards of university education.

Comment on Alternative of Payment of Grants on Per Student Basis

17. In earlier examinations of the problem of distribution of grants, it has been proposed that the federal operating grant be distributed to universities according to enrolment, that is, on a per student basis. This is, in general, a more equitable basis than the present one, for the number of students enrolled is a better indication of actual need than total provincial population. There is, however, the problem of arriving at a definition agreeable to all provinces of what constitutes a student for grant purposes. And there is the problem of a province like Newfoundland, which would be penalized by payment of grants on a uniform per student basis; for its present low ratio of students to population is an indication of inadequate provision for higher education and of the need for expansion of facilities. Probably the distribution of federal grants within provinces will continue to be based on enrolment, although higher amounts should be paid for graduate than for undergraduate students. When the universities in the different provinces are developed to a comparable extent, and when a mutually agreed definition of what constitutes a university student can be arrived at, the federal operating grants might appropriately be distributed among the provinces on a per student basis. Adjustments would still have to be made for differences in provincial fiscal capacity, but not for differences in proportions of out-of-province students, since such differences would then be automatically taken care of.

Proposed Operating Grant for 1964-5

18. Although we do not have a precise estimate of the current operating cost of Canadian universities, it is probably about $300 million. If the Federal Government is to contribute one-third of this amount, its total operating grant would have to be raised to

$100 million. We recommend that the grant be raised to this amount for 1964-65 and that it be distributed on the basis suggested above.

Criticism of Proposal of Canadian Universities Foundation

19. The grants for the fiscal year 1962-63 totalled only $37,062,000. Our proposal of a grant of $100,000,000 for 1964-5 calls for a substantially larger grant more realistically related to the needs of the universities in that it takes into account the necessity of remedying some of the serious shortcomings of the universities' present operations. This is something the proposal in the brief of the Canadian University Foundation of a grant of $49,014,500 fails to do. Implementation of that proposal would do no more than adjust the grant from its present inedequate level for current increases in operating costs. Far more emphasis should be given than was given in the Foundation's brief to the urgency for raising the basic level of operating expenditures for staff, graduate work, scholarships, and current library acquisitions. We are greatly concerned at its failure to impress upon the Federal Government the need for a much larger operating grant. Our own proposal represents the minimum amount required in relation to the enormous task to be done.

20. The following are some of the areas in which large increases in operating expenditures ought immediately to be made:

I. *Salaries*

21. Substantial increased operating revenues at this time are required to permit a drastic upward revision of salaries, which is essential if universities are to attract and retain the competent people they need to discharge their task. The minimum salary scale proposed by this association for 1963-64, with this objective in view, was: $15,000 for full professor, $12,000 for associate professor, $9,000 for assistant professor, and $7,000 for instructor and lecturer, compared with the present minimum scale in most central and western universities of $12,000: $9,000: $7,000: $5,000, respectively. The scales in the universities in Atlantic Provinces, especially the effective scales, are lower, most of them considerably lower. These differentials must be elimited.

II. *Graduate Work and Research*

22. The expansion of graduate work and research is essential for several obvious reasons: to train the specialists required to staff our

universities and to meet the requirements of government and business; to enable our universities to attract and retain more able scholars for whom they must compete against strong attractions of universities, government and business in the United States; and to enable our universities to make their full contribution to the cultural, scientific, and economic development of Canada. Such activities are very expensive to support, but the returns from them are greatly in excess of their cost. In this connection, we support the submissions of the Humanities and Social Science Research Councils concerning the inadequacy of resources available for research in these areas and, pending a more comprehensive solution to this problem, recommend that a substantial increase be made in the annual funds available to the Canada Council to enable it to expand its programme in support of research in the humanities, and the social sciences, and in support of research collections in university libraries. We hope too that the Government will be responsible to the universities' requirements for large funds for scientific and medical research, in such ways as expanding the support to the universities for such research from The National Research Council and the Medical Research Council.

III. *Scholarships and Fee Reduction*

23. In some way, more encouragement than at present needs to be given to able young people to pursue university studies at both the graduate and undergraduate levels. Whether this is done through scholarships or fee reduction, it costs money. The difficulty of selecting those worthy of scholarship support at the time of their entrance to university leads us to favour fees being kept as low as possible for students entering university for the first time. Some of the most poorly financed universities in the low-income provinces have had to charge the highest fees in order to make ends meet, thus unfairly penalizing and discouraging many young people of meagre means. Since graduate students generally require year-around support, the level of financial aid for them has to be considerably greater than for undergraduate students. The pursuit of these objectives will require larger operating grants.

IV. *Libraries*

24. A good library is an essential tool for good scholarship; yet the libraries in most of our universities are sadly underdeveloped. The

remedying of this deficiency is going to require large capital grants, but it is also necessary to establish a much higher rate of current acquisitions than at present so that the pattern of past neglect will not be perpetuated. An accelerated rate of acquisitions will require additional operating revenues.

B. Need for Capital Grants

25. In this brief, we place the prime emphasis on the need for drastically increased operating grants rather than on capital requirements, because the quality of our universities depends primarily on the quality of the scholars on their faculties and because of the enormous demand for able men in relation to the number presently available. It is here that the most serious bottlenecks are developing. A new building can be erected in a year or two but it takes many years to train a scholar.

26. Nevertheless we are well aware of the necessity of providing adequate physical facilities for the large increases in students and staff and we therefore fully support, as an interim measure, the request of the Canadian Universities Foundation for a federal contribution of $300 million towards estimated capital requirements of $800 million for the three-year period 1963-64 to 1965-66. As in the case of operating grants, we recommend that the Federal Government commit itself to providing some minimum percentage, again at least one-third, of the funds required for capital purposes.

Summary of Recommendations

1. That the Federal Government, in concert with the governments of the provinces, and in collaboration with the universities, develop a systematic long-range programme for the planning and financing of university development, with respect both to operating and capital requirements, initially for the period 1964-5 to 1970-71.

2. That the goal be to enable the universities to discharge their extraordinarily great responsibilities on the scale required of them, in such a way that will place comparable universities in the different regions of the country on equal terms with respect to the payment of staff and the provision of facilities, which past policies have failed to do.

3. That a small consultative committee be established to aid in the formulation and development of the proposals in Recommenda-

tions 1 and 2 and that there be strong representation on this committee from members of the academic profession who are actively engaged in teaching and research.

4. That in the interim period, pending the implementation of the proposed new comprehensive long-range programme of financing the universities, the federal operating grants be increased to at least $100,000,000 million for 1964-65 and the Federal Government commit itself to bearing a minimum proportion, at least one-third, of the universities' operating costs, the grant to be distributed on a new basis, using provincial populations in the age group 16-24, with adjustments for provincial differences in proportions of out-of-province students, and for differences in provincial fiscal capacity.

The higher level of grants is intended to enable the Universities to meet their requirements for increased salaries, increased staff, expanded graduate and research programmes, scholarships, and an accelerated rate of current acquisitions for their libraries.

The federal operating grants should be sufficiently large and should be so distributed as to enable the universities in the Atlantic Provinces, along with reasonable provincial contributions, to pay salaries at the new minimum scales recommended in this report (professor: $15,000; associate professor: $12,000; assistant professor: $9,000; lecturer or instructor: $7,000), along with the universities in Central and Western Canada.

5. That a substantial increase be made in the annual funds available to the Canada Council to enable it to expand its programme in support of research in the humanities and the social sciences and in support of research collections in university libraries.

6. That the National Research and Medical Research Councils be provided with sufficient funds to enable them to sustain and expand their support of scientific and medical research in the universities and to make those areas of research now heavily dependent on research funds from the United States less dependent on these sources.

7. That a federal contribution of $300 million be made towards the estimated capital requirements of the universities for the three-year period 1963-64 to 1965-66, as recommended by the Canadian Universities Foundation in its brief, and that the Federal Government commit itself to bearing a minimum proportion, at least one-third, of the universities' capital costs.

MEMORANDUM CONCERNING R.C.M.P. ACTIVITIES ON UNIVERSITY CAMPUSES

Following the instructions of the C.A.U.T. Council on June 12th, 1963, the Executive Secretary repeated the request for a discussion between our representatives and the Minister of Justice, on the subject of alleged R.C.M.P. activity on the campuses of Canadian universities.

A meeting took place on July 31st, 1963, at 4:30 p.m., in the office of the Prime Minister. Present during the meeting, which lasted for over an hour, were the Prime Minister, the Rt. Hon. L. B. Pearson; the Minister of Justice, the Hon. Lionel Chevrier; Miss Pauline Jewett, M.P.; and Mr. Gordon Robertson, Clerk of the Privy Council. The Association representatives were Professor Bora Laskin, Faculty of Law, University of Toronto; and Professor J. H. Stewart Reid, the Executive Secretary.

To help focus discussion the attached letter-memorandum was distributed along with a file of supplementary documents consisting of (1) the C.A.U.T. Resolution on R.C.M.P. activity adopted on June 12th last; (2) a chronology of events in the R.C.M.P. campus activity controversy; (3) a list of the questions previously submitted to the present Minister of Justice on the issue; and (4) the press statement released by the Executive and Finance Committee on January 3rd, 1963, after having been delivered to the then Prime Minister, Minister of Justice and leaders of the Opposition Parties.

We received a cordial and sympathetic hearing and were satisfied by the answers of both the Prime Minister and the Minister of Justice, that the Government appreciates the special position of the universities, and the absolute necessity of maintaining in them a climate conducive to freedom of thought and discussion. It was agreed by all that obviously some mistakes have been made, sometimes to the detriment of innocent persons. It was agreed, too, that when investigation is necessary, efforts should be made to develop procedures and techniques which will reduce the possibility of error to a minimum, and which will provide a means of redress if error is made. This was, of course, a cardinal point in our submission. We were advised that the need is appreciated and that a re-examination of security policies and procedures has been underway in recent months. The committee undertaking the review reports to the Prime Minister direct, and it will specifically examine the special problem of security work in relation to universities.

We raised the question of policy making in the whole area of security and intelligence and were told by the Minister of Justice that general policy is the responsibility of the government, which is advised in the matter by a panel of officers of deputy minister rank. Decisions in a particular case, on the basis of the general policy, are the responsibility of the department and Minister directly concerned. They can, if they wish, seek the advice of the panel of senior officers or of its staff. Neither policy nor decision in particular cases is under the R.C.M.P. At the same time both the Prime Minister and Mr. Chevrier were quite ready to agree with our contention that the way in which damaging material is marshalled may very easily determine the nature of the decision in a particular case. We raised questions about the general competence of the R.C.M.P. investigators, the trustworthiness of opinions elicited in casual conversation, and the reliability of notes of such conversations as accurate reflections of the real statements of the person being interviewed, particularly since the questions themselves can be misleading or slanted. In cases in which security clearance is being sought, we urged the use of written answers or written statements by the referees themselves, and we urged the right of an investigated person to know the result and to have a speedy opportunity for confrontation and defence.

No clear response was made to our expression of concern about general 'watch-dog' surveillance unrelated to investigation of a specific person needing security clearance to occupy a particular post. Lastly it was our impression that this Government intends to see that the R.C.M.P. desists from policy declarations, and as far as possible from public utterances on contentious questions.

Just at the conclusion of the meeting we raised a question which has been often asked at our meetings. If the R.C.M.P. are merely asking for 'character references', as is so often claimed in cases of clearance for individuals, why should not the appropriate government department, through its own personnel service, perform this function, and in the usual fashion, i.e. by means of letters to the referees? It is understood that the government considers this to be only a part of the problem and that it feels it must be satisfied as to the reliability of people who may be employed in places in which they may come into contact with material of a classified character. To meet this requirement it may be necessary to go beyond 'character references' and beyond what departments could individually do by correspondence or otherwise. We hope to discuss this question again, since the Prime

Minister asked if our committee would be available for further discussions at a later date.

Professor Bora Laskin,
Professor J. H. Stewart Reid.

Appendix I: Letter-Memorandum to Minister of Justice

Hon. Lionel Chevrier, Q.C., M.P., July 31, 1963.
Minister of Justice,
Ottawa.

Dear Mr. Chevrier:

The following outline will indicate briefly the nature of the concern which has been shown by individual academics, by Faculty Associations, and by the Canadian Association of University Teachers, about the operations of the Security and Intelligence Section of the R.C.M.P. This concern is based on events and experiences which, in the past two years particularly, have raised apprehensions that such operations endanger that freedom of thought and open discussion which is vitally necessary for the health of any university community.

We ask for earnest consideration by the Government of the matters referred to below, and of the proposals we make for protecting the personal and professional repute and material well-being of all citizens, including academics.

General concern as citizens about necessary limitation upon police activity, to safeguard civil liberties

1. Reasons for C.A.U.T. interest:
   (a) Cases reported to us.
   (b) Recent public comment, e.g. in *Maclean's.*
   (c) Recent episodes such as;
      (i) the interrogation of the Winnipeg schoolboy, re his 'Santa Claus' letter.
      (ii) the interrogation of Lionel Orlikow, the Manitoba schoolteacher.
      (iii) the affair of Gordon Knott's dismissal from the R.C.N.
   (d) Contradictions in policy;
      (i) Announcement in House on January 21, 1963, by Mr. Bell, the then Parliamentary Assistant to the then Minister of Justice.

(ii) Commissioner Harvison's interview with the Canadian University Press on March 21, 1963.

(iii) Variance between announced Governmental policy and R.C.M.P. practice: the investigation at Huntington College, Sudbury on February 22, 1963.

(e) The policy implications of the Commissioner's reported statements;

(i) the right of the R.C.M.P. to enunciate policy.

(ii) the right of the R.C.M.P. to make 'analyses' and 'evaluations' in reports.

(iii) the claim that 'only the security service can differentiate between the radical or dissenter, and the conspirator'.

2. General recommendations of the Faculty Associations and of the C.A.U.T.

(a) The Government should launch as soon as possible an investigation by an independent and qualified commission into the present jurisdiction, procedures, records, qualifications, and training, of the S & I Section of the R.C.M.P.

(b) Steps should be taken immediately to guarantee that a person denied security clearance shall be advised promptly of his disqualification.

(c) The Government should establish a tribunal — perhaps like that in Great Britain — to which appeals may be taken by persons who feel that they have been wrongfully accused, where they may confront their accusers or the material on which an accusation has been based, and before which they may be heard in their own defence.

Particular concern as academics about investigations on university campuses, because of our conviction that the university community is a very special community and requires particular care to safeguard its function.

1. Reasons for C.A.U.T. concern.

(a) The special nature of the teaching process in universities.

(b) The dangers in intimidation and inhibition of free discussion.

(c) The dangers to all sections of the academic community, not only to the one being investigated.

(d) The damage which can and has been done, even by completely unproductive investigations, to individual reputations, to careers, and to the university climate.

2. Specific recommendations of Faculty Associations and for the C.A.U.T.

(a) Either as part of the general investigation suggested in 1. (a) above, or as a separate task, we urge the Government to launch, as soon as possible, an investigation by an independent and qualified commission into the special problems and special considerations in R.C.M.P. actiivties on the university community of Canada.

(b) In the matter of the general surveillance or 'watch-dog' operations of the R.C.M.P. we strongly urge:

(i) that there should be no general, continuous, permanently authorized activity.

(ii) that investigation should be carried out only on authorization from Ottawa Headquarters, and only into specific documented charges.

(iii) that no investigations be launched on the initiative of local officers on the basis of verbal information or press items.

(iv) that under no circumstances should the R.C.M.P. be allowed to recruit the services of informers in university classrooms, societies or clubs.

(v) that under no circumstances should the R.C.M.P. be allowed to communicate its suspicions or its conclusions to authorities other than those which have requested action to provide security clearance and which are entitled so to request.

(c) In the matter of providing security clearance for persons applying for employment in posts requiring such clearance, we strongly urge:

(i) that when an officer comes to a university to make inquiries he shall notify the responsible university authorities of his presence and of the nature of his mission.

(ii) that such investigating officers shall be much better equipped by training and study than they now are.

(iii) that referees be asked only to provide written and signed answers to specific questions, or written and signed opinions about the person or persons concerned.

We would very much like to be advised of any action contemplated by the Government to deal with the issues raised in this presentation, and stand ready to assist by personal attendances or otherwise as the Government may see fit to request.

Yours sincerely,

Bora Laskin,
Faculty of Law, University of Toronto.
J. H. Stewart Reid,
Executive Secretary, C.A.U.T.

CORRESPONDENCE BETWEEN PROFESSOR C. I. H. NICHOLL, OF LAVAL UNIVERSITY, AND DR. J. H. S. REID, LATE EXECUTIVE SECRETARY OF THE C.A.U.T.

Editor's Note: This correspondence is published, following the suggestion made in Dr. Reid's letter and with the consent of Professor Nicholl, for the interest its topic must arouse in all members of the academic profession in Canada.

Department of Mechanical Engineering
November 9, 1963

Dr. J. H. S. Reid,
Executive Secretary, C.A.U.T.,
77 Metcalfe St.,
Ottawa, Ont.

Dear Sir,

I have just finished reading the report of the Executive Secretary in the October bulletin. It contains a sentence which I cannot let pass without comment — to wit "None of them seem to have any reluctance about accepting the obvious benefits which have been achieved for them" (p. 14, 2nd paragraph).

This remark, which can only be categorized as cheap, tends to confirm the view I have been forming over the past three or four years of the C.A.U.T. It is a remark which one might have expected to find on the lips of a union organiser demanding a closed shop; but I find it astonishing that an officer of what claims to be a professional organisation, composed of what ought to be a number of intensely individual persons, should find such an argument attractive.

On the other hand, it is consistent with what seem to me to have been the principal activities of the association in recent years. At Laval, for example, there has been a determined attempt to organise the association as what is legally described as a 'syndicat professionel' — which, it is claimed, is *not* a union — by people who consistently speak of 'the University' as separate and distinct from 'the staff', and whose principal concern is always with *minimum* salaries, with *automatic* increases, and with all the other manifestations of the collective mind. On the national front, it seems that our professors, who are already too overloaded with teaching, to the point where their development as scientists or humanists or whatever is seriously affected, are anxious to add to their responsibilities the administration of the University. Have you, Sir, derived from your experience with academic councils, where every man's opinion becomes a matter of principle, the conviction that the good academic can usefully spend his time on administration? If you have, your experience has differed from my own.

Rather than drifting steadily in the direction of the collective mind, let us remember our profession — surely the last refuge of the individual — and let us concentrate on obtaining as individuals the conditions which we need in order that we may function more efficiently. I have no intention of withdrawing my financial contribution to the C.A.U.T. — though I regard as highly debatable your implied claim that the recent improvement in our material standard of living is due to your activities — but I hope that the C.A.U.T. and the local associations will spend more of their time in discussing what improvements are necessary, and in research generally, and less in incitements to collective bargaining.

In sum, Sir, let us remember that *we,* with our students, are the University. Let us require the financial authorities to provide us with the administration which may be necessary, and let us keep our fingers out of it. Let us discourage the use of seniority as a necessary and sufficient criterion for promotion, so that there may be more mobility between universities, and so that our only safe "stick to wave at the administration", the threat to resign, may have more meaning. Finally, let us devote what energies we have left to becoming better professors.

Yours sincerely,
C. I. H. Nicholl,
Professor of Mechanical Engineering.

Professor C. I. H. Nicholl, December 2nd, 1963.
Department of Mechanical Engineering,
Université Laval,
Québec, P.Q.
Dear Sir:

I would like to reply in some detail to the second part of your letter of November 9th, 1963, and to propose to you that its criticisms — discussion of which would be, I am sure, of considerable interest to our profession, be made public. Would you agree to the publication in our *Bulletin* of your original letter, of my reply to it, and of any comments which you might care to make, within about the same length, on this reply? I have the promise of the Editor of the *Bulletin* that if you agree nothing will be added by way of any other comment.

Your characterization of some remarks in my annual report as "cheap" is, of course, an opinion which you my be quite justified in holding; certainly I would not enter into any arguement on this matter. It is on the second and third items, on your charges that C.A.U.T. is becoming a trade union "demanding a closed shop," and that your association at Laval is one whose "principal concern is always with minimum salaries, with automatic increases, and with all the other manifestations of the collective mind," that I am particularly concerned.

The national organization, and I imagine the Laval association as well, has obviously interested itself in questions about the economic status of our profession. I for one would make no apology for this interest. And quite logically our work to provide for our profession a status of at least some security and some dignity can be pursued more effectively through collective and professional action than through any scrambling for the favours and esteem of superior officers on the part of individuals. Professional associations of such "intensely individual persons" as doctors and lawyers have indeed gone much further in this regard than have university academics. So, too, in fact, have members of the engineering profession. Does your logic lead you to condemn out of hand *all* the activities of such organizations?

Not all of the work of the C.A.U.T., nor of your own local association, has been directed at economic security. This is, apparently, the reason for your final criticism. You deplore the fact that "our professors, who are already too overloaded with teaching to the point where their development as scientists or humanists or whatever is

seriously affected, are anxious to add to their responsibilities the administration of the University." It seems to me that the conclusion which really flows from your premise is that we ought to do something about this unfortunate aspect of university life; that we ought to be expanding our interests, not restricting them. As to the conclusion you do draw, I would be remiss if I did not point out some confusion in its development. Our present very lively concern is *not* with securing control over university administration; it is with securing a voice and an influence on university government. It should not be necessary to point this out, but administration of a university is a housekeeping and a bookkeeping affair properly entrusted to housekeepers and to bookkeepers who along with other service groups make it possible for the essential functions of the university — teaching and research — to be carried out without hindrance. We may justifiably be alarmed if and when the housekeepers and the bookkeepers begin to control policy. We may be frightened by such statements as those made by former President Harold Dodds in his book on The Academic President, that many American institutions have had to abandon the practice of equating their administrative salaries with those of the academic staff because this would represent too great a sacrifice on the part of the administrative officers. Certainly if the civil service of Canadian universities has become or is becoming that important, it is time that academics began to worry. Our chief concern, however, has always been that we should have some influence in deciding the questions which our training and our experience particularly suit us to confront. When the university makes policy decisions on such questions as what shall be taught, who shall teach, who shall be admitted as students and how shall the funds be apportioned amongst the various disciplines and endeavours, then surely these who *are* the university according to your own statement should have some small voice in making those decisions. To renounce this right is not, as you claim, the ultimate in rugged individualism; it is surely the ultimate in selfishness and irresponsibility.

Finally may I as an historian suggest to you that the freedom to resign which you hold up as "our only safe stick to wave at the administration" is like freedom to starve which was once held up as the ultimate weapon in a laissez-faire system. For most of us, and to our wives and children, too, it just is not a very attractive weapon.

Yours very sincerely,
J. H. Stewart Reid,
Executive Secretary, C.A.U.T.

REPORT ON ACADEMIC SALARIES

Supplementary Information

A few universities were omitted from the report on salaries that appeared in the February issue of the *Bulletin.* Their salary statistics are given below.*

The five figures given for each rank are, in the order shown:

Number of staff
Floor of the official salary scale
First decile salary
Arithmetic mean salary
Ninth decile salary.

Salaries are given in dollars and rounded to the nearest $100.

University	*Overall Average Salary (incl. Deans)*	*Dept. Head Director (Full Profs.)*	*Other Full Professors*	*All Full Professors (excl. Deans)*	*Associate Professors*	*Assistant Professors*	*Lecturers & Instructors*
Memorial							
Number		10	4	14	24	56	28
Floor		—	—	9,500	8,000	6,500	5,000
1st decile		10,250	—	9,600	8,000	6,600	4,700
Average	7,800	11,250	9,900	10,900	9,100	7,400	5,400
9th decile		12,500	—	12,500	10,000	8,000	6,100
Dalhousie[1]							
Number		21	22	43	34	65	25
Floor		9,500	9,500	9,500	7,500	5,500	3,500
1st decile		11,000	9,800	10,300	8,000	6,000	4,500
Average	9,000	12,100	11,700	11,900	9,500	7,400	6,000
9th decile		14,000	14,000	14,000	12,500	9,400	8,100
Montréal							
Number		—	—	53	73	103	70
Floor		—	—	12,500	9,500	7,500	—
1st decile		—	—	12,600	10,100	7,500	5,500
Average	10,019[2]	—	—	14,200	11,500	8,700	6,800
9th decile		—	—	17,600	12,800	10,000	7,900
College Jean-de-Brébeuf							
Number		—	—	—	6	6	—
Floor		—	—	—	6,850	N.A.	—
1st decile		—	—	—	—	—	—
Average	7,400	—	—	—	7,800	6,400	—
9th decile		—	—	—	—	—	—

* Completed by C.A.U.T. Salary Committee from data provided by Dominion Bureau of Statistics.
[1] Excludes joint Dalhousie-Dept. of Provincial Health appointments.
[2] Includes 5 visiting professors not included elsewhere.

ANNOUNCEMENTS

Programme of June Council Meeting

The following programme has been planned for the Council Meetings on June 15 and 16 in Charlottetown, P.E.I.

Monday, June 15. Council Meetings, 9 a.m. - 12.30 p.m., and 2 p.m. - 5 p.m.

Reception given by Prince of Wales College, 6 p.m. - 7 p.m.

Subscription Dinner (open to non-members), with an After Dinner Address by Mr. Justice Freedman on "University Government", 7 p.m.

Annual Membership Meeting, 9 p.m.

Tuesday, June 16. Council Meetings, 9.30 a.m. - 12.30 p.m. and 2 p.m. - 5 p.m.

United Nations Declaration on the Elimination of All Forms of Racial Discrimination

A copy of this Declaration, adopted by the United Nations General Assembly on November 20, 1963, has been received. If, further information is desired, it can be obtained from the C.A.U.T. National Office.

Corrections

1. In the table on page 18 of the C.A.U.T. *Bulletin* for December, 1963, which gives the number of theses accepted for the doctorate in 1960-61, the number 3 in physics at Toronto should be 11. The other figures in the table, including the totals, are accurate.
2. On page 54 of the C.A.U.T. *Bulletin* for February, 1964, the second last sentence should read as follows: "The C.A.U.T. does not have any officially approved dismissal procedures but it does make available on request procedures that have been recommended for its consideration and which follow quite closely those approved by the A.A.U.P."

C.A.U.T. Group Flights

The membership is reminded that Finlay Travel Limited, 160 Bloor St. East, Toronto 5, Ont., has arranged two group flights for C.A.U.T. members and their families. Group One leaves Toronto on June 22 and returns from London, England, on September 10; Group Two leaves Toronto on June 9 and returns from London, England, on August 17. Reservations are in the economy class. Cost: $369.00 round trip adult, $184.50 round trip children 2-11 years, $36.90 round trip infants under 2 years. Consult your local secretary for further information.

Proposed Slate of Officers for 1964-65

The Nominating Committee has proposed the following slate of C.A.U.T. officers for 1964-65.

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Study of University Government: Visits to University Campuses

Owing to the illness of Sir James Mountford his scheduled visits to Canadian Universities and Colleges in company with Professor Robert Berdahl have had to be cancelled. The Steering Committee has the matter in hand and hopes to be able soon to announce a new schedule of visits.

NOTICE OF POSITIONS VACANT*

University of Alberta, Edmonton, Alberta: School of Rehabilitation Medicine invites applications for the positions of Lecturer in Physical Therapy and Lecturer in Occupational Therapy, starting salary in the neighborhood of $5,000 per annum, duties to commence September 1, 1964. Applicants with teacher's certificate are desirable, but consideration will be given to Registered Therapists with instructing capabilities and experience. Applications should include a *curriculum vitae* and a recent photograph, as well as names and addresses of three references. Address applications to Dr. J. R. Fowler, Director; *Department of Classics* invites applications for a position at the rank of Assistant Professor, initial salary $7500 - $8500. Applications should include a *curriculum vitae,* transcripts of records, the names of three references, and a photograph of the applicant, and should be addressed to the Dean of the Faculty of Arts.

Université Laurentienne, Sudbury, Ontario: Directeur d'activités sportives intramuros; prière de solliciter l'emploi sous forme de lettre en donnant les renseignements suivants — grade académique, intérêts particuliers dans les activités sportives, expérience et le salaire désiré. Une photo devra accompagner la formule d'application. On accordera préférence au candidat qui pourra s'exprimer couramment en français et en anglais. Veuillez adresser votre demande à M. M. T. Regimbal, Doyen des Etudiants; *Département de Psychologie et Sociologie;* (1) Chargé de cours/Professeur Adjoint (sept. 1964) — enseignement de sociologie en français et en anglais. Le traitement dépendra de l'expérience et de la formation du postulant; (2) Chargé de cours/ Professeur Adjoint (sept. 1964) — enseignement de psychologie en français et en anglais. Le traitement dépendra de l'expérience et de la formulation du postulant. Ecrivez à: Département de Psychologie et Sociologie; *Division of Business Administration;* Assistant Professor required for September 1, 1964 to teach accounting. Undergraduate degree and C.A. required. Please write Acting Chairman of the Division.

Université Laval, Québec, P.Q.: Faculté des Lettres, Section of English; Assistant or Associate Professors in English Literature and/or in North American English Literature (Anglo-Canadian

* Notices of position vacant are carried free of charge.

Literature). Vacancies to be filled immediately. Write to Section Head, Professor Walter Hirtle.

Lethbridge Junior College, Lethbridge, Alberta: Department of Geography; applications are invited for the position of Geography instructor of first year university courses. Minimum requirement Master's Degree in Geography. Please mention minor field. Salary $6000 - $9900. Duties begin September 1, 1964. Apply to the Principal of the College, Drawer 428, Lethbridge, Alta.

University of Manitoba, Winnipeg, Manitoba: Department of Political Science and International Relations; applications are invited for an appointment as Associate Professor, Assistant Professor, or Lecturer from candidates whose main field of interest is International Relations. Rank and salary dependent on qualifications and experience, starting salary in each rank not below $9,500, $7,500, and $6,500 respectively. Address applications, including *curriculum vitae* and names of three references, to Professor M. S. Donnelly, care of the Department.

McGill University, Montreal, P.Q.: Department of Electrical Engineering; vacancies have been created for a full professorship in Telecommunications, associate professorships in Control and in Power, and an assistant professorship in Acoutiscs. Salary floors for full Professors are $12,000, Associates $9,000, and Assistants $7,000, and all are under revision. Applications should be sent to the Department Chairman, Dr. G. L. d'Ombrain.

Mount Allison University, Sackville, N.B.: a fully qualified female Physical Educator is required for September, 1964, to give over-all assistance to the women's physical education programme. Qualifications an interest in and the ability to understand young people as well as graduation in physical education or a related course. Address inquiries to the Director of Athletics for Women.

University of New Brunswick, Fredericton, N.B.: Department of Economics and Political Science: (1) Associate Professor of Political Science. The appointee should be prepared to teach courses in Political Theory and Canadian and U.S. Government. Minimum salaries, Associate Professor $8,500, Professor $10,000; (2) Assistant Professor of Economics. The appointee should be prepared to teach

two introductory sections and one course for Juniors and Seniors. Minimum salary $6,500. For both positions apply to the Chairman of the Department submitting *curriculum vitae* and naming three references.

Ontario Agricultural College, Guelph, Ontario: Department of Nutrition invites applications for a position of Assistant Professor, salary range $7,200 - $9,000. Candidates should have Ph.D. and a strong background in biochemistry for fundamental research in metabolism and nutrition of animals and birds. Also available, assistant-ships ($2,450 p.a.) for qualified students proceeding to M.S.A. degree involving research in nutrition and metabolism. Address applications to Head of the Department, Dr. H. D. Branion; *Department of Physics and Mathematics* invites applications for the position of Assistant Professor of Mathematics for July 1 or September 1, 1964. Ph.D. in Applied Mathematics required. Duties teaching with time for research. Salary range $7,200 - $9,000. Apply to Dr. E. B. MacNaughton, Department Chairman; *Department of Zoology* invites applications for the position of Assistant Professor. Recent Ph.D. or equivalent in general area of Vertebrate Zoology preferred. Duties include fundamental and limited applied research, and teaching of a maximum of two courses. Current salary minimum for indicated rank $7,200, with increments depending on qualifications; to begin during summer of 1964. Apply, giving *curriculum vitae* and the names and addresses of three references, to Head of the Department.

Université d'Ottawa, Faculté de Médecine, Ottawa 2, Ontario: Department of Pharmacology invites applications for the position of Associate Professor. Apply to Professor M. F. Murnaghan, Head of the Department.

University of Saskatchewan, Saskatoon, Saskatchewan: Department of English invites applications for positions of Associate or Assistant Professor. Specialists in Chaucer or 17th Century English Literature. Salary scale, Assistant Professor $7,000 - $9,300, Associate Professor $9,500 - $12,300. Date of appointment July 1, 1964. Apply to Department Head, Professor Carlyle King; *Department of Geological Sciences* invites applications for the post of Assistant Professor of Micropalaeontology -Stratigraphy commencing September 1964. Duties include teaching at undergraduate and graduate

levels, conducting research, and supervising graduate students. Salary according to qualifications and experience. Apply to Department Chairman; *College of Veterinary Medicine,* newly established, invites applications for the position of Professor and Head of the following Departments: Veterinary Anatomy, Medicine and Surgery, Microbiology, Pathology, and Physiology. Applicants for other senior positions within the departments will also be considered. Experience in teaching and research highly desirable. Beginning salaries range from $7,000 to $14,000, depending on academic and administrative background and responsibility to be assumed. Applications with *curriculum vitae* and names and addresses of two references should be sent to the Dean of the College.

Sir George Williams University, Montreal, P.Q.: Faculty of Science; two vacancies are open for faculty appointments, one in Physical and one in Organic Chemistry. Teaching and research experience with Ph.D. degree required. Opportunity to build one's own research programme. Rank and salary commensurate with background. Write to Dean S. Madras; *Fine Arts Department* invites applications for a position of Lecturer in Fine Arts in Sculpture and Design. Practising sculptor capable of teaching undergraduates in a Fine Arts programme. Experienced in various media including wood, metal, and experimental techniques. Able to teach elementary and advanced Design and Drawing, and to work with non-art majors as well as art majors. Starting salary, minimum $5,900. Apply to Professor A. Pinsky, Department Chairman.

University of Victoria, Victoria, B.C.: Department of Biology invites applications for the posts of (1) Vertebrate Zoologist to teach courses in Comparative Vertebrate Anatomy and Histology/Embryology. Preference given to those with research interests in fields of vertebrate taxonomy, morphology, or embryology; (2) Marine Ecologist to teach a course in Marine Ecology and one other. Preference given to zoologists with research interests in the benthos or in zooplankton; (3) Marine Botanist to teach a course in Phycology or Mycology and one other. Preference given to those with marine research interests. Appointments may be at Associate Professor, Assistant Professor, or Instructor rank, depending on qualifications and experience. Initial salary not less than $9,000, $7,000, or $5,500 respectively. Duties start September 1, 1964. Applications should include *curriculum vitae,* names of three refe-

rences (from whom letters should be sent direct), recent photograph, and statement of salary expected, as well as academic transcripts. Write to W. Gordon Fields, Department Head.

University of Windsor, Windsor, Ont.: Department of Biology invites applications of two positions. (1) Assistant Professor (Ph.D. in Microbiology) to teach Pathogenic Microbiology and Immunology, or Industrial and Applied Microbiology. Teaching duties approximately one undergraduate course, one graduate course, and thesis direction. Appointment to take effect September, 1964. Salary open. (2) Assistant Professor (Ph.D. in Zoology), appointment to take effect in September, 1964. Applicant should have specialization in Histology and Cytology and some experiences in directing graduate studies. Experience in election microscopy advantageous. Salary open. Apply for both positions to Head, Department of Biology.

Centre for Community Studies, University of Saskatchewan Campus, Saskatoon, Saskatchewan: three positions for early appointments. Full-time applied social research, preference for Ph.D. or near Ph.D., salary tied to University scale up to $12,000, depending on experience and qualifications. (1) Economist, regional or institutional economics; (2) Geographer, demography and/or economics; (3) Rural Sociologist, demography and agricultural economics. Write to the Director of the Centre.

St. Francis Xavier University, Antigonish, N.S.: Applications are invited for a position in the Department of Psychology, rank and salary dependent on qualifications and experience. Apply, with *curriculum vitae* and names of referees, to Rev. D. F. Campbell, Dean of Arts.

University of New Brunswick, Fredericton, N.B.: Applications are invited for an appointment probably as Assistant Professor, in the Department of Physics. Salary and rank will depend upon qualifications and experience. Write to the Head of Department of Physics.

Brandon College, Brandon, Manitoba: The Department of Chemistry invites applications for a faculty appointment in Physical Chemistry, effective September, 1964. A Ph.D. degree with teaching and research experience is preferable. Rank and salary commen-

surate with background. Applications, with *curriculum vitæ,* including names and addresses of references, should be sent to the Head of the Chemistry Department.

Federated Colleges (Ontario Agricultural College), Guelph, Ontario: The Department of Zoology invites applications for a position as Assistant Professor or Associate Professor of Wildlife Biology. The current salary minima $7,200 and $9,000 respectively; qualifications and experience will modify. Ph.D. or equivalent. Applications including *curriculum vitæ* and the names of two referees should be submitted to the Head of the Department.

University of Manitoba, Winnipeg, Manitoba: School of Art; vacancy for lecturer in Sculpture to replace member of staff on leave of absence September 1964 to September 1965. Artist-teacher with M.F.A. or equivalent preferred. Duties: studio courses in sculpture, modelling and carving at all levels in B.F.A. degree and Diploma in Art programmes, about 18 hours a week. Salary $6,000. Apply to Director, School of Art, submitting *curriculum vitæ,* photographs of work, three letters of reference before June 1; *Counselling and Guidance Service;* the University is establishing this service, and invites applications for the following positions: Director — psychologist with experience in counselling, preferably in a University setting, starting salary $12,000; Counsellor — psychologist or social caseworker, preferably with counselling experience, though applicants without counselling experience will be considered, beginning salary $8,500. Duties to commence July 1st, 1964. Please apply to Professor W. J. Waines, Vice-President (Academic), University of Manitoba, Winnipeg 19, enclosing a *curriculum vitæ,* a recent photograph and the names of three references.

McGill University, Montreal, Quebec: Department of Geography invites applications for the following positions; (i) an appointment as Professor of Climatology in succession to Dr. F. Kenneth Hare, (ii) an appointment, effective September 1st, 1964, as Assistant or Associate Professor, according to qualifications, for economic geographer with research and teaching experience in a specialized field such as regional planning, quantitative methods, location theory, or transportation. Responsibilities include intermediate and advanced undergraduate instruction with excellent opportunities for supervision of graduate research, special research opportunities for person with

working knowledge of French, and (iii) an appointment as Assistant Professor of Climatology (new position), duties to include general supervision of instrumental programmes at field stations in the Arctic, Subarctic, and Tropics, as well as in Montreal area, and undergraduate instruction in climatology and other related topics at the intermediate level. Special qualifications in pedology, microclimatology, or biogeography would be an asset. Salary probably between $7,000 and $9,000, dependent upon qualifications and experience. Apply, giving full details of education and experience, to Chairman, Department of Geography, McGill University, Montreal, P.Q.

Memorial University of Newfoundland, St. John's, Newfoundland: Department of Economics; applications are invited for the position of Visiting Professor of Economics — *locum tenens* for senior economist on leave during 1964-65. Duties include lecturing and supervision of M.A. programme. Salary by negotiation. Write to Dr. P. Copes, Head, Department of Economics.

Monash University, Melbourne, Australia: applications are invited for a Readership, Senior Lectureship, and Lectureship in *French,* a Senior Lecturer in *German,* two temporary Fellowships in *Economics,* a second Chair of *Economics,* and a Senior Lecturer and Lecturer in *Economic Statistics.* Apply to the Registrar, F. H. Johnson, for further information. Applications close in May.

University of New Brunswick, Fredericton, N.B.: Department of Geology; applications are invited for (i) a Petrologist, to teach petrology on undergraduate and graduate levels and to carry out research on petrological problems of Appalachian rocks, salary and position commensurate with experience, appointment may be on senior level, to start September, 1964; (ii) Geologist, to teach elementary geology in a Junior College of the University to be opened September, 1964, first year to involve commuting between Fredericton and Saint John, thereafter full time in Saint John; (iii) Sedimentologist, to teach sedimentology and assist graduate students engaged in sedimentological research, for the academic year 1964-65 only. Apply to Department Head;*Department of History and Anthropology* invites applications for the position of Assistant or Associate Professor of History. Specialist in Canadian history, preferably with doctorate, is required. Minimum salary for Assistant Professor $6,500, and for Associate $8,500, but salary will be determined by

qualifications. Applications should be made to Dr. A. G. Bailey, Dean of Arts, and Head of Department of History and Anthropology.

United College, Winnipeg, Manitoba: Department of Psychology announces a vacancy, for 1964-65 session. Duties involve teaching and laboratory work of undergraduate courses. Preference given, however, to candidate with adequate training in statistics and experimental psychology. Minimum requirement M.A., teaching experience at university level desirable. Appointment at rank of lecturer at salary related to qualifications. Salary range for lecturer up to $7,000. Address applications to E. D. Eagle, Dean of Arts and Science.

Carleton University, Ottawa, Ontario: Department of Political Science; Assistant, Associate, or Professor of Political Science with specialization in theory. Must have considerable lecturing experience, publications and Ph.D. or equivalent. To teach history of political thought and modern theory. Applications should include *curriculum vitæ* and statement of teaching and research interests. Applicants should also have their university send transcript of post-graduate record and ask three referees for letters of recommendation. Salary open. To begin fall 1964 preferably, or fall 1965. Apply at once to Chairman, Department of Political Science, Carleton University.

NOTICE OF PERSONS AVAILABLE FOR APPOINTMENT*

Replies should be addressed to the relevant Box No., C.A.U.T. National Office, Room 603, 77 Metcalfe St., Ottawa, Ont.

Box No. 28. Business Administration: B.Comm., M.B.A., 30 years of age, married with excellent business experience, seeks full time faculty appointment with eventual opportunities for business consulting. Concentration in graduate studies on marketing, organizational behaviour, and administration. *Curriculum vitae,* references, etc., available on request.

Box No. 29. History: M.A. (Ph.D. Candidate) with five years experience in undergraduate and graduate instruction seeks permanent position. Fields, Mediaeval and Modern Europe. *Curriculum vitae* and references available.

Box No. 30. Education: Undergraduate (plus some graduate if possible) teaching in sociology of education including stratification and mobility; also philosophy (social) of education and educational research. Ph.D. Bachelor, age 41. Experience at all levels including university (summer) in Canada and overseas, plus 5 years in educational research.

Box No. 31. Chemistry: B.Sc. Hons., M.Sc., 1947; Ph.D., 1954. M.C.I.C. Recipient pre-doctoral fellowships, teaching assistantship, and U.S.P.H.S. research grant. Major - Organic, Minor - Physical Chemistry. Over 8 years experience in undergraduate (Inorganic and General) and graduate (Organic) teaching. Over 5 years experience in post-doctoral research in Organic

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* Notices of persons available for appointment are carried at $2.00 for 40 words; $3.00 for 50 words. Notices for insertion should be sent to the C.A.U.T. National Office.

Chemistry in U.S. universities. Over 3 years experience in industrial and pharmaceutical research. Interests in Cancer Chemotherapy, Antihypertensives, Psychopharmacologicals, Drug Chemistry and Reaction Mechanisms. Seeks permanent position on university teaching staff in Chemistry or allied Department.

Box No. 32. Music: Teacher from England, G.R.S.M. (London), L.R.A.M., A.R.C.O., seeks position on music staff of Canadian university. Trained at Royal Academy of Music. Qualifies to teach pianoforte and organ, history, theory, appreciation, choral music, etc.

Box No. 33. History: Graduate of Oxford, History, with some experience of research at Manchester, and teaching experience in America since 1958, seeks a position in History for the summer of 1964. Age 30, male, and single.

Box No. 34. Geography: A Ph.D. in Geography from the U.N.C. (U.S.A.) with 14 years of college teaching experience with three years in U.S., specializing in Physical Geography, Economic Geography, Cartography, and Asia, seeks employment in a good Canadian college or university with the rank of Assistant Professor.

Box No. 20. Business Administration and Economics: Man, 34, M.A., M.B.A., Ph.D. Five years teaching and research, publications, seeks position to teach Management subjects including Marketing and Organization theory. Labor Economics and Labor Relations, Money and Banking, and Economic Theory. Available September, 1964.

Box No. 35. Electronics-Communication and Physics: Male, 38. M.Sc. (Physics-Electronics). Two years graduate research in London (Eng.) for Ph.D. (Fellow Phys. Soc., London); two

years under-graduate teaching experience in England. Three design, development and production experience in Networks, Solid-state, Electronics-Communications and Systems. Available immediately.

Box No. 36. English: M.A. in English (First Class Hons), L.Ph. (Magna cum Laude), bachelor, 37, R.C., former assistant professor in universities of Madras (India), and New Delhi, on way to Ph.D., just available for September, 1964, anywhere in Canada.

Box No. 37. English: Female, 29. M.A. Toronto, some Ph.D. work. Interests: Modern Novel, American Literature. Teaching: two years high school, one year university. Paper accepted for publication. Available immediately.

Box No. 38. Business Administration: Management consultant, Canadian, 53, B.A. (Commerce Major), M.A. (Economics and Political Science), C.L.U., interested in Assistant or Associate Professorship in fields of management organization, labour relations, and communication. Broad business and advertising agency experience, business and group organization.

Box No. 39. Engineering: Man, 54, Graduate R.M.C. 1931, B.Eng. (Elect.) 1933 McGill, Lt. Col. Cdn. Army (Retd 1961). Engineering fields, Electrical and Automotive. Other fields, Physics, Management Analysis, EDPS and Systems Analysis. Professional Affiliations, P.Eng. (Ont.), A.M.B.I.M. Part time assignments only in Ottawa or Sherbrooke acceptable. Full time assignments elsewhere open to discussion.

Box No. 40. Physicist: Ph.D. in Solid State Physics; M.Sc. work in Shock Wave and high velocity impact. At present in faculty of physics at Rutgers; the State University of New Jersey.

Box No. 41. Spanish: Bachelor, 33, wishes Spanish language teaching position, college level, Canada. Holds Licenciado en Derecho (Master of Law), University of Madrid. Presently employed U.S. Education Service, three years' experience teaching Spanish all levels, military dependents; 1 year experience Language Institute, Madrid.

Box No. 42. Economics: Man, 38, Canadian, M.A. plus graduate study at Yale, now with the United Nations in Africa, formerly with the U.N. Economic Commission for Latin America, has university experience and several publications; seeks position for Fall 1964 to teach Development Economics, International Trade, Money and Banking. Will be in U.S. and Canada in June and July.

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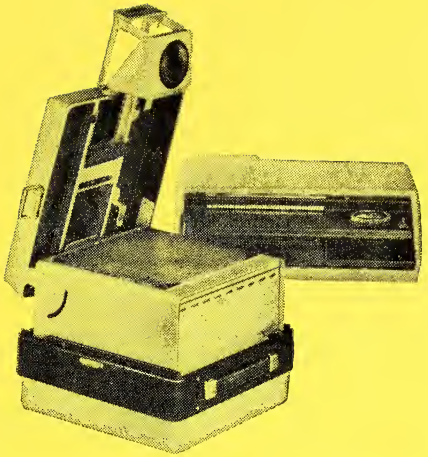

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Because the Overhead Projector is used in normal room light, and the lecturer faces the class, important eye to eye contact is maintained between lecturer and pupil. If you would like further information, as well as a free copy of the book, "A Study in School Communications", write : 3M Company, Business Communications Division, Box 2757, London, Ontario. There's no obligation, of course.

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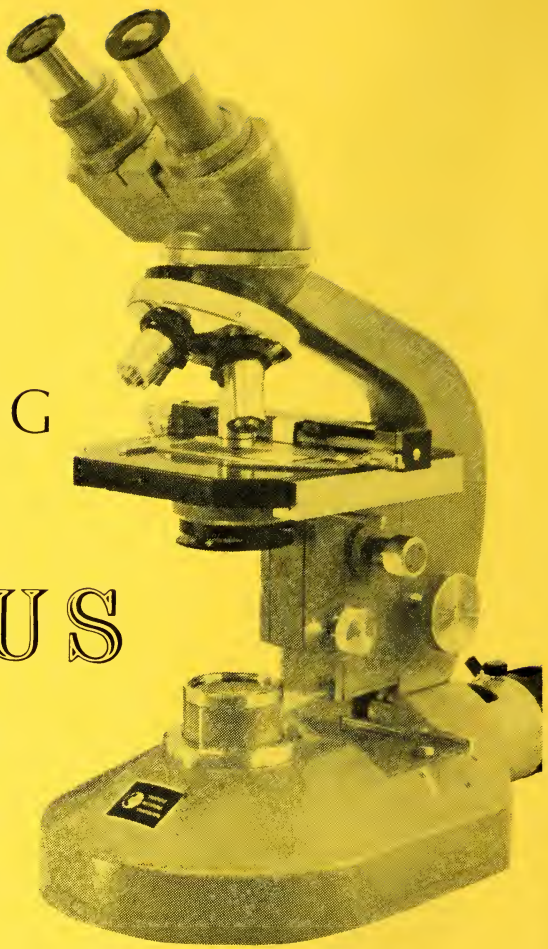

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